Franklin Township Comprehensive Land Use Plan

Prepared by:

Department of Metropolitan Development

Division of Planning

Indianapolis-Marion County, Indiana

UPP 301

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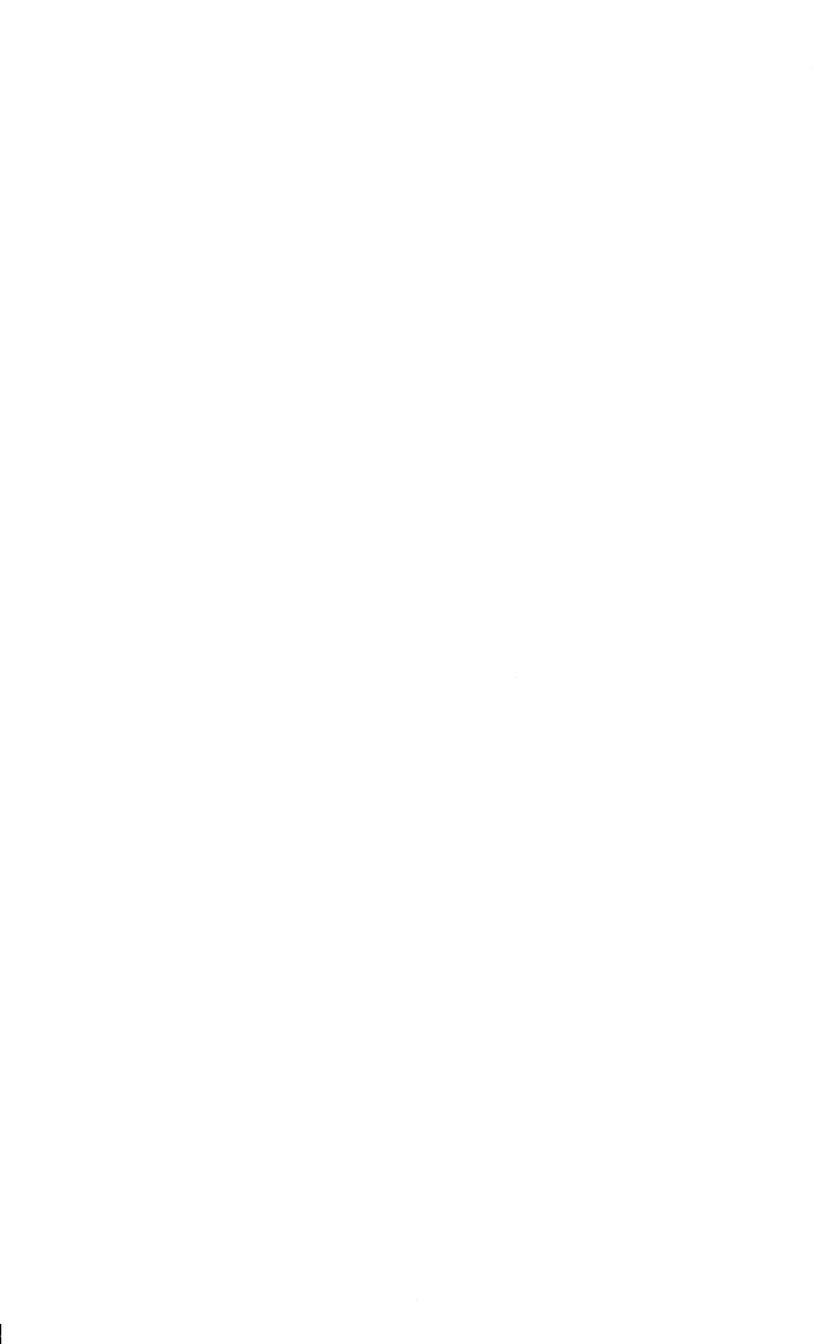


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Franklin Township Comprehensive Land Use Plan

Introduction

Franklin Township, located in southeastern Marion County, has a higher percentage of land available for development than any other township in Marion County. Some other notable planning-related features in Franklin Township are the presence of Buck Creek in the east, large agricultural tracts throughout the township, and three interstates: I-74, I-465, and I-65.

Detailed data on population, land use, zoning, transportation, schools, utilities, and other township characteristics are included in the *Franklin Township Planning Study Data Inventory*. The *Data Inventory* was compiled by the Department of Metropolitan Development's Division of Planning.

The Division of Planning distributed the *Data Inventory* in 1988 to initiate the planning process for Franklin Township. In 1988, a Franklin Township Planning Committee was formed to generate ideas and make land use recommendations for the Franklin Township Comprehensive Plan revision. The Planning Committee meetings were conducted in a town meeting fashion, and were open to anyone who wished to attend. The meetings resulted in the land use recommendations for the Franklin Township Comprehensive Land Use Plan Map, adopted in December, 1989.

This Comprehensive Plan contains a summary of Franklin Township's demographic trends, land use characteristics, and planning and development goals; a list of Thoroughfare Plan priority improvements for township roadways; and sections detailing the stages of urban development and critical areas in the township.

The Franklin Township Comprehensive Land Use Plan, part of the Comprehensive Plan for Marion County, is comprised of this narrative, its accompanying Franklin Township Comprehensive Land Use Plan Map, and the Official Thoroughfare Plan for Marion County. This Franklin Township Plan narrative is intended to be used with the other parts of the Comprehensive Plan for Marion County, including the narrative portion of the countywide plan.

Township Population and Land Use Characteristics

The *Data Inventory* and the Planning Committee identified the following township population and land use characteristics. The Comprehensive Plan responds in some way to each of these characteristics.

- Franklin Township is primarily rural.
 - The 1990 population figure was lower than all other townships in Marion County except Decatur.
 - Over 80% of the township is undeveloped, making it the least developed township in Marion County.

Comprehensive Plan Response - The plan recommends uses for all township land, including areas that could remain rural throughout the next century. Compared to the 1984 Comprehensive Plan, this plan recommends more Very Low Density Residential development, which coincides with the township's rural character (see Table 1).

- The township's population is growing rapidly relative to the balance of Marion County.
 - Between 1980 and 1990, the population increased by 30%, a rate second only to Pike Township in Marion County. From 1990 to 2000, township population is expected to increase by 17% to about 25,000.
 - From 1960 to 1980, the township's population of children under 5 years old increased by 70%. All of the children included in this group in the 1980 Census were of school age in 1991.
 - According to the 1980 Census, Franklin Township averaged 3.12 persons per household, the largest household size in Marion County. More people per household generally means more school-age children per household.

Comprehensive Plan Response - The plan recognizes that areas of the township are in various "stages of development." Therefore, the plan recommends policies that (1) prevent fast-developing suburban areas from overburdening school, roadway, sewer, and water systems, and (2) lower development costs in rural areas by encouraging them to develop after such systems are already in place.

- The western section has experienced most of the township's development.
 - Between 1960 and 1980, over half of the single-family homes were built in the southwest section of the township, while 94% of the

Table 1

Comparisons of Existing Land Use and Comprehensive Plan Recommendations Franklin Township

Land Use Category	1988 Exist	1988 Existing Land Use	1984 Co Land Us	1984 Comprehensive Plan Land Use Recommendations	1991 Cor Land Us	1991 Comprehensive Plan Land Use Recommendations
Residential	Acres	% of Twp.	Acres	% of Twp.	Acres	% of Twp.
Very Low Density Low Density Medium Density Total	1994 1231 106 3331	7.6 4.7 0.4 12.6	5951 15527 1075 22553	22.5 58.8 4.1 85.4	14908 6254 622 21784	56.5 23.7 2.4 82.5
Commercial Office Refail	36 131	0.1	* *	* *	493	1.9
Total Industrial	191	9.0	642	4.2	1120	4.2
Light Heavy Total	141 237 378	0.5 0.9 1.4	1049 736 1785	4.0 2.8 6.8	1238 570 1808	7.7 7.7 8.9
Public/Semi-Public Vacant or Agricultural	1436	5.4	1420	5.4	1688	6.4
Total, All Categories	26400	100.0	26400	100.0	26400	100.0

* The 1984 Comprehensive Plan did not differentiate between office and retail commercial uses.

** The 1984 and 1991 Comprehensive Plans assume full development of the township, with no vacant or agricultural land.

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township's 400 new rental units were located in the northwest section.

- Much of the commercial development is along Emerson Avenue north of Shelbyville Road.
- Nearly all industrial development is within Beech Grove in the northwest corner of Franklin Township.
- If current development trends continue, many new residents will locate in the southwest near I-65 and the Johnson County line, north of Greenwood.

Comprehensive Plan Response - Development pressure is mounting in the western section of the township, including areas such as Emerson Avenue and the planned I-65 interchange at the Johnson County Line. The Comprehensive Plan recommends land uses appropriate to these areas. Also, six of the plan's critical areas are in this part of the township, indicating that the boundary lines for recommended land uses should be interpreted as definitive and fixed.

- Except in rapidly growing areas in the west, the township's roadway and sewer system capacities are underutilized.
 - Based on current data, the majority of the arterial roads are below capacity. The only arterial roads projected to be at or near capacity by the year 2005 are Emerson Avenue and the section of South County Line Road between Emerson Avenue and Arlington Avenue.
 - The South Marion County Regional Interceptor sewer, which extends north-south near Franklin Road, has a large carrying capacity that could potentially support much more of the development recommended for central Franklin Township.
 - The new Acton Interceptor sewer has enough capacity to support the residential and commercial development recommended for the southeastern corner of the township.

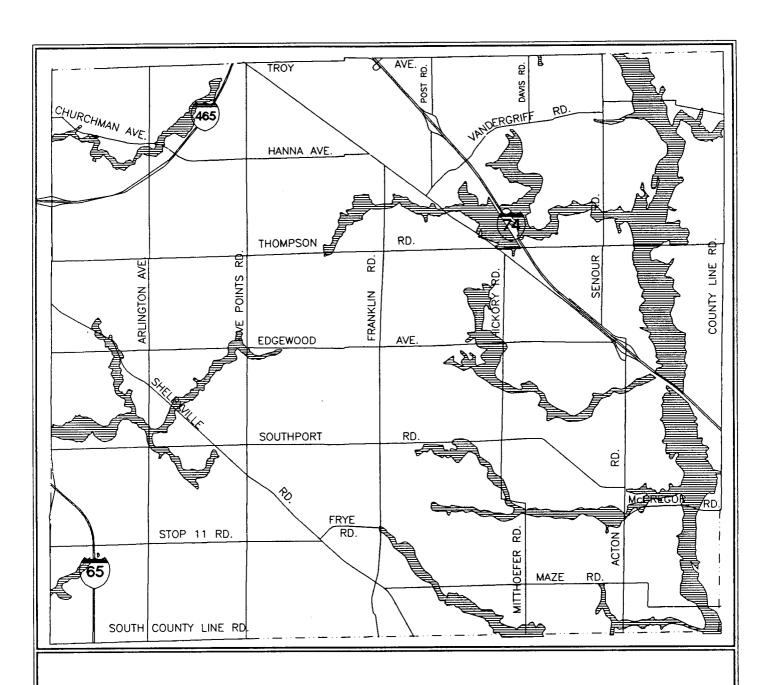
Comprehensive Plan Response - The plan recommends land uses appropriate to the future capacities of the infrastructure--i.e., roadway, sewer, and water systems. The plan's policy recommendations include the stipulation that new developments should provide or make commitments for the provision of whatever infrastructure is needed to serve those developments.

- Buck Creek is an important natural feature of the township.
 - The area in the Buck Creek watershed is particularly prone to flooding and contains significant wetland and woodland areas (see Maps 1, 2, and 3).
 - Little development has occurred near Buck Creek, which increases the feasibility of establishing a linear park in its floodway.

Comprehensive Plan Response - The plan recommends establishing a linear park in the Buck Creek floodway. Further, the plan recommends other park uses, along with Low and Very Low Density Residential development, adjacent to the floodway. The plan strongly discourages development in wetland areas.

- Development of land for commercial and industrial use between 1972 and 1988 was minimal except in the Beech Grove area near the I-465 interchange at Emerson Avenue.
 - Commercial and industrial uses combined occupy only 10% of the developed land in Franklin Township. By comparison, commercial and industrial uses occupy 21% of developed land in Warren Township and 14% of developed land in Perry Township.
 - The 1984 Comprehensive Plan did not recommend that industrial uses locate adjacent to the township's three interstate interchanges. Rather, the plan recommended that industrial development take place on land adjacent to railroad lines, most of which remains undeveloped.
 - Franklin Township sewer interceptors are at least one mile distant from much of the undeveloped land, and most Indianapolis Water Company facilities do not extend east of Five Points Road. Limited access to sewer interceptors and water service increases the cost of most major development in Franklin Township.
 - Between 1972 and 1988, heavy industrial was the only land use that did not increase in acreage.
 - As the number of school-age children grows, limited tax revenue from commercial or industrial development may result in higher residential property taxes to support the public school system.

Comprehensive Plan Response - The plan recommends commercial and industrial uses near interstate interchanges and arterial roads.



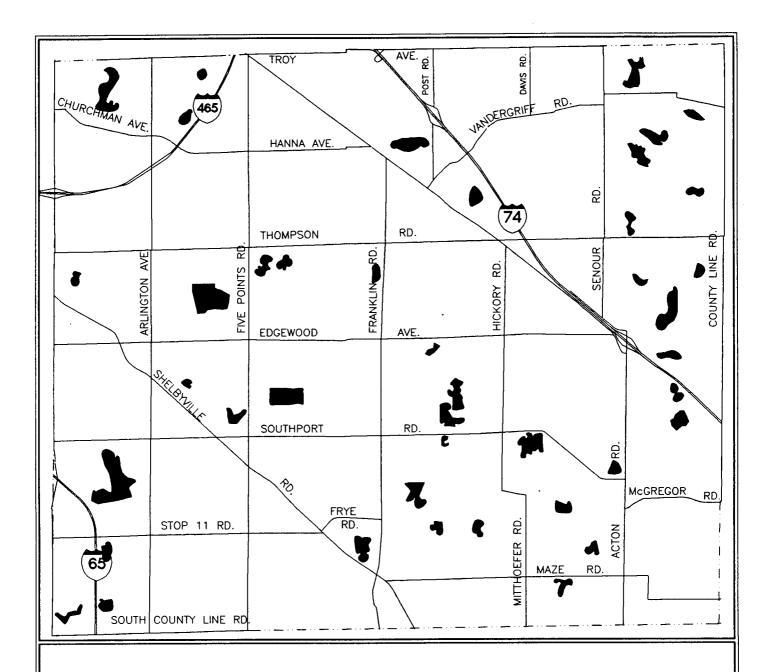
Map 1 Franklin Township Generalized Floodplains



100-Year Flood Boundary

The preparation of this map was financed in part by a Community Development Block Grant.





Map 2 Franklin Township Generalized Wetlands



Wetland Area

Source: U.S. Fish and Wildlife Service National Wetlands Inventory, 1990.

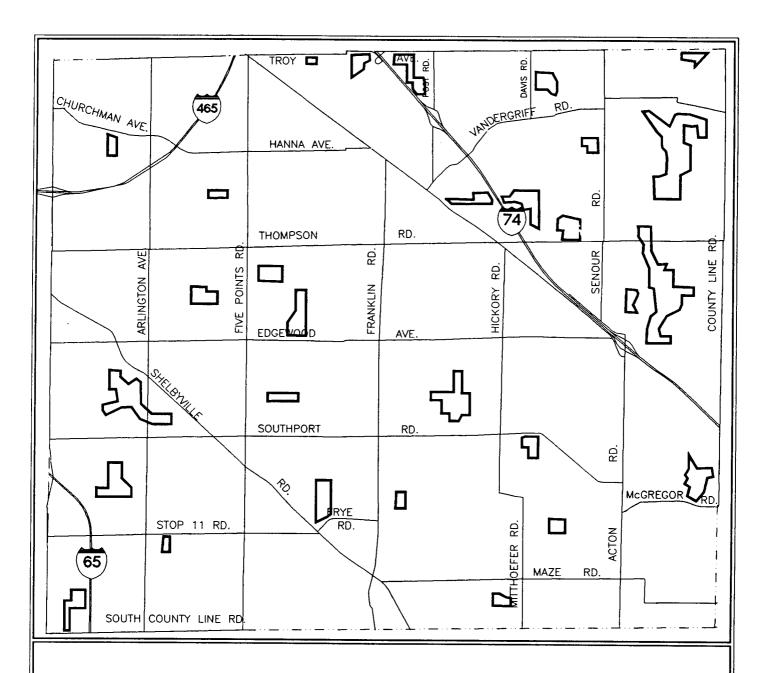
This map is not exhaustive. It includes most non—stream wetlands of ten acres or more. For more complete information, refer to the National Wetlands Inventory or the U.S.D.A. Soil Conservation Service.

The preparation of this map was financed in part by a Community Development Block Grant.



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Map 3 Franklin Township

Generalized Woodlands



Source: Division of Planning Aerial Photographs, April 1990.

Note: This map is not exhaustive. It includes most woodlands of ten acres or more.

The preparation of this map was financed in part by a Community Development Block Grant.



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Township Planning and Development Goals

During the Franklin Township Comprehensive Plan revision process, the Franklin Township Planning Committee (see Appendix A) identified the following goals:

- Increase the rate and amount of commercial and industrial 1. development relative to residential development.
- Regulate development in order to enable the transportation, sewer, 2. and water service systems to meet future demands;

allow the park system to meet future recreation needs;

as much as possible, enable the school system to keep pace with the growing school-age population;

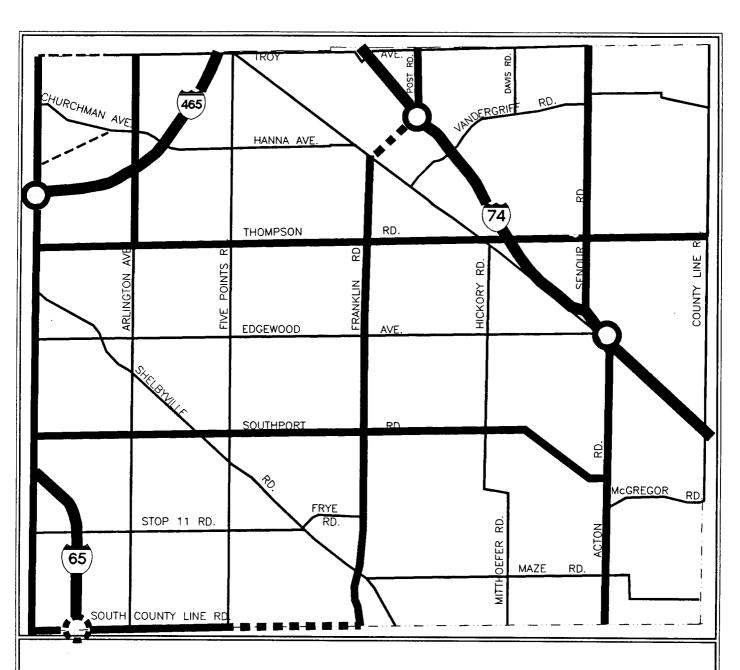
as much as possible, help police and fire services maintain acceptable public safety standards among a growing population; and

as much as possible, provide for an orderly transition from agricultural land uses to suburban land uses by recommending Very Low Density Residential development in the more rural areas of the township.

Thoroughfare Plan

The Marion County Thoroughfare Plan is included in the Franklin Township Comprehensive Plan. The Thoroughfare Plan recommends roadway improvements designed to mitigate congestion and delays, which are measures of the roadway system's efficiency (see Map 4). The Thoroughfare Plan assigns each improvement a priority rating that indicates when the work should occur. Priorities range from "A" (highest priority) to "D" (lowest priority). The actual timing of implementation of the plan's recommendations is a function of available funding and the priority schedule for improvements throughout Marion County.

None of Franklin Township's roadways currently exceed capacity, although some are projected to do so in the future. To increase the efficiency of the roadways and to prevent their reaching or exceeding capacity in the future, the Thoroughfare Plan recommends six priority improvements (see Map 5).



Map 4
Franklin Township

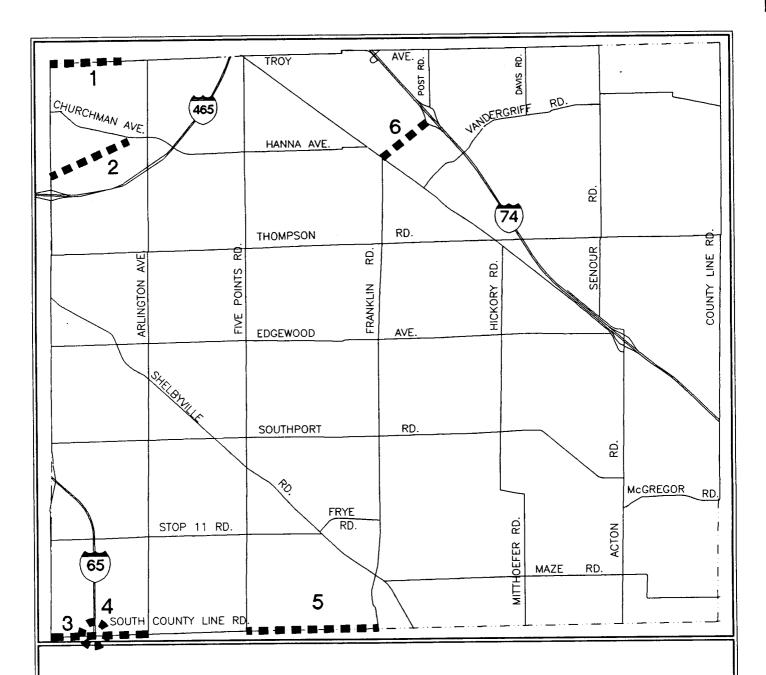
Portion of the Official Thoroughfare Plan Map, 1991

Existing Proposed
Interchange
Freeway
Primary Arterial
Secondary Arterial

The preparation of this map was financed in part by a Community Development Block Grant.



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Map 5 Franklin Township

Thoroughfare Plan Priority Improvements

■ ■ Priority Improvements

- 1. Troy Avenue Extension
- 2. Hanna Avenue Extension
- 3. South County Line Road Widening
- I-65 Interchange at South County Line Road
 South County Line Road Extension
 I-74/Post Road Connector to Franklin Road

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The Thoroughfare Plan recommends the following priority improvements:

- Two-lane connector of Troy Avenue from Emerson Avenue to Ritter 1. Avenue, with implementation recommended between the years 2002 and 2005 (Priority D).
- 2. Two-lane connector of Hanna Avenue to Churchman Avenue, with implementation recommended between 2002 and 2005 (Priority D).
- 3. Widening of South County Line Road from two lanes to four lanes between Emerson Avenue and Arlington Avenue, with implementation recommended between 1992 and 1996 (Priority B).
- Interstate interchange at I-65 and South County Line Road, with 4. implementation recommended between 1992 and 1996 (Priority B).
- Two-lane connector of South County Line Road from Five Points 5. Road to Franklin Road, with implementation recommended between 1997 and 2001 (Priority C).
- Two-lane connector from I-74 at the Post Road interchange to 6. Southeastern Avenue and Franklin Road, with implementation recommended between 1997 and 2001 (Priority C).

Township land use recommendations are based in part on the Thoroughfare Plan's priority improvements and also on the levels-of-service of roadways.

"Level-of-service" is a measure of traffic congestion that rates roadways from A (least congested) through F (most congested). This measure identifies deficiencies in the roadway network. For example, a roadway segment with a level-of-service E or F is carrying more traffic than it is designed to carry.

The type and density of land use in an area determines the amount of traffic generated by that area. In turn, the amount of traffic generated affects roadway levels-of-service. Thus, the type and density of land use affects roadway levels-of-service. For example, traffic generated per acre of development is usually higher for commercial centers than for residential uses, and higher for multi-family residential uses than for single-family residential uses. In general, the more traffic generated by a land use, the greater the effect on roadway levels-of-service. The land uses recommended in this plan reflect existing and projected roadway levels-of-service. Therefore, deviations from this plan's land use recommendations will inevitably alter roadway levels-of-service.

Stages of Development

The Comprehensive Plan for Marion County differentiates among various areas of the county by their history, rate of development, and pressure for growth--their stages of urban development. The countywide plan also explains all seven stages of development in detail. The Franklin Township Comprehensive Plan identifies areas of the township as being in Development Stages 5, 6, and 7. The location and abbreviated development policies for these stages are as follows (see Map 6):

- Stages 1-4 are not present in Franklin Township.
- Stage 5 (Established Suburban Area)

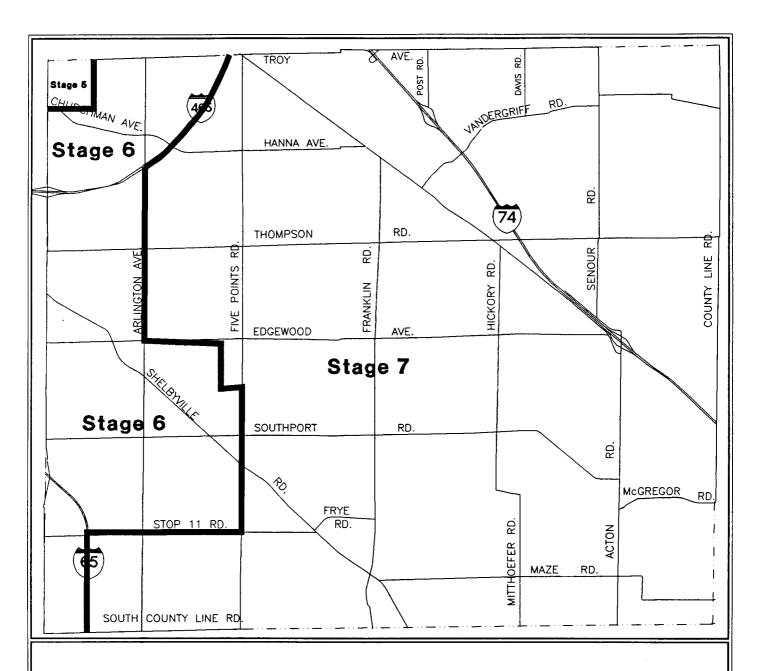
Stage 5 constitutes less than one square mile in the northwest corner of Franklin Township. The eastern and southern boundaries of Stage 5 are the old railroad yards and shops now used by Amtrak. Non-industrial development in and around Stage 5 should be buffered from the visual impact and noise of the railroad yards and other associated industrial uses.

■ Stage 6 (Developing Suburban Area)

Stage 6 extends along almost the entire western border of the township. I-465, I-65, and Five Points Road are the principal eastern boundaries of Stage 6. These boundaries enclose the most recently developed subdivisions in the township, including the areas where both water and sewer services are readily available. Although a greater percentage of Stage 6 land is developed than in Stage 7, Stage 6 contains large undeveloped tracts of land between Emerson Avenue and Arlington Avenue.

Undeveloped transitional areas are at critical junctures because of development pressure from commercial land uses. This is especially true along Emerson Avenue, where residential land will experience pressure for commercial development from both north and south. Because of the development pressure in Stage 6, the boundary lines for recommended land uses--particularly in critical areas--should be interpreted as definitive and fixed. Over half of the designated critical areas are in Stage 6.

Development should be sensitive to the environment and to nearby existing development. Open space should be preserved wherever a large or intensive development is proposed, such as industrial development along



Map 6 Franklin Township Stages of Development

Stage Boundaries

- 5. Established Suburban Area
- 6. Developing Suburban Area
- 7. Rural Area

Note: Stages 1-4 are not present in Franklin Township.

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I-65 and I-465, or office development adjacent to Emerson Avenue and Arlington Avenue. Such open space preservation maintains the area's natural beauty, protects environmental features, and provides relief from the potentially monotonous effects of continuous urban development. Careful site design and planning, as well as provision of public facilities, should accompany new development.

■ Stage 7 (Rural Area)

The remainder of the township east of the Stage 6 boundary--including all land east of Five Points Road--is designated as Stage 7. Less than 20% of Stage 7 land is developed, with much of this development near Southeastern Avenue or Franklin Road.

New development in Stage 7 should be sensitive to the environment and to nearby existing development. Because the township has a limited number of wetlands (see Map 2), wooded areas, and historical sites, sensitive areas such as the Buck Creek floodplain should not be developed unless the development clearly provides for the adequate preservation and protection of wetlands, woodlands, and other important features. New development near the proposed Buck Creek and Big Run Creek linear parks should be of low-intensity land uses, such as single-family homes and parks. In addition, low-intensity land uses should be protected from the noise and visual impacts of more intense uses through landscaping, sign reductions, transitional yards, and other buffering measures.

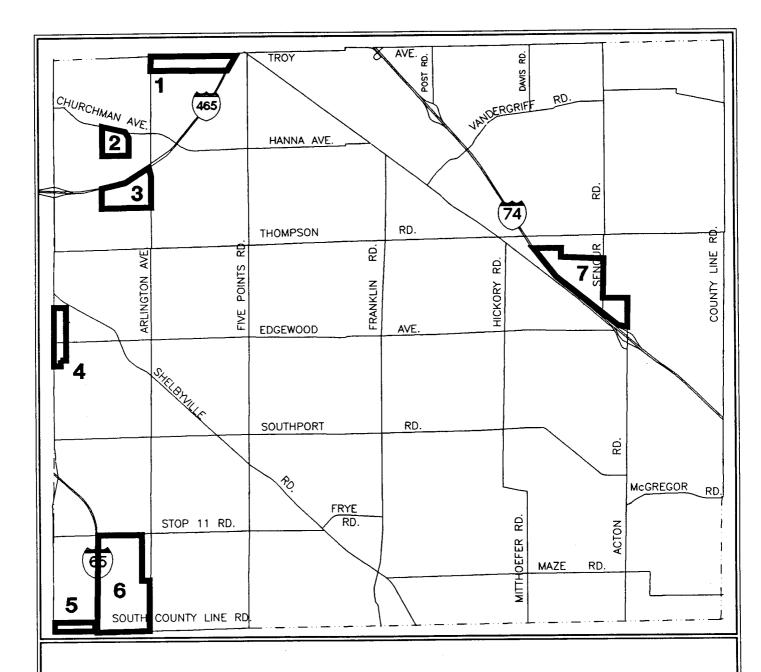
New development in Stage 7 should occur where there are adequate roadway, sewer, and water system capacities, or should provide for the expansion of such systems to serve the demand the development creates.

Critical Areas

Some land use recommendations in Franklin Township warrant special consideration because of factors related to their location, unusual character, and significant development potential. It is essential to the Franklin Township Comprehensive Plan that these "critical areas" be developed as recommended. The plan's land use recommendations for the remainder of the township are also important; but critical areas warrant more detailed explanation.

This list of critical areas can only be expanded by official adoption of a new critical area as a comprehensive plan segment. This process involves further study of an area by the Department of Metropolitan Development, which may then recommend an area to the Metropolitan Development Commission for adoption as a comprehensive plan segment.

The following are Franklin Township's critical areas, including a description and map of each, the rationale for why it is designated "critical" to the plan, recommendations for development, and additional pertinent data (for all critical areas, see Map 7). Floodplains, wetlands, proposed Thoroughfare Plan roadway improvements, and other features on the critical area maps are shown in their approximate locations.



Map 7 Franklin Township Critical Areas

Critical Area Boundaries

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Critical Area 1

- Location: Approximately 100 acres immediately south of Troy Avenue, from Arlington Avenue on the west to I-465 on the east.
- Land Use Plan Recommendation: Neighborhood Shopping Center (NSC) on the west, Office Buffer (OB) on the east.
- Surrounding Land Uses Recommended in the Comprehensive Plan:

North: Very Low Density Residential (VLD)

Low Density Residential (LD)

South: Light Industrial (LI)

East: I-465

Low Density Residential (LD)

West: Medium Density Residential (MD)

- Stage of Development: 6 (Developing Suburban Area).
- Why Critical: This site is the transition area between an existing Very Low Density Residential development to the north and an extensive area recommended for Light Industrial development to the south. The site is also well situated for visibility from and access to I-465 and I-74.

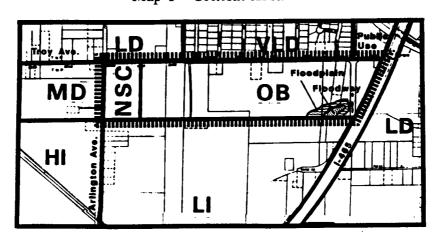
■ Recommendations:

- a. Office Buffer is recommended north of a large tract of land recommended for Light Industrial development and south of existing Very Low Density residential development. Appropriate screening should be required along Troy Avenue to reduce the impact of the Office Buffer uses on the residential development to the north.
- b. The area recommended for Office Buffer may be linked with the Light Industrial development to the south, provided that there is no traffic access to the Light Industrial site from Troy Avenue. Direct access to Troy Avenue for industry would not only introduce truck traffic to a primarily residential corridor, but would also encourage trucks to utilize the residential streets north of Troy Avenue as "short cuts" to Southeastern Avenue and the interstates. The Light Industrial site to the south should have traffic access only from Arlington Avenue.

- c. Where Office Buffer is recommended, absolutely no land use of higher intensity should be permitted. Higher intensity uses, such as retail commercial and industrial uses, would introduce more traffic and business-related signs. Thus, higher intensity uses would negatively impact existing residential development, ultimately resulting in decreased residential property values.
- d. The Office Buffer and Neighborhood Shopping Center uses should be integrated through shared access from Arlington Avenue, shared parking, and landscaping that buffers the site from neighboring residential areas.

Additional Data:

- a. Soil Limitations The site is in the Crosby-Brookston Soil
 Association, which severely limits septic systems. This should not be
 a constraint to development, since the recommended uses would be
 served by municipal sewers, which are located just south of the site.
- b. Drainage Department of Public Works indicates potential drainage problems in the eastern portion of the site.
- c. Environmental Constraints Division of Planning Staff find no environmental constraints to development.
- d. Sanitary Sewers Municipal sanitary sewers are located along Arlington Avenue south of the site.
- e. Water Facilities Water facilities are located approximately 0.5 miles south of the site.
- f. Transportation Both existing and projected capacities of adjacent arterial roadways are sufficient.



Map 8 - Critical Area 1

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Critical Area 2

- Location: Approximately 40 acres east of Beech Grove High School and south of Churchman Bypass.
- Land Use Plan Recommendation: Light Industrial (LI)
- Surrounding Land Uses Recommended in the Comprehensive Plan:

North: Public Use

Heavy Industrial (HI)

South: Heavy Industrial (HI)

East: Heavy Industrial (HI)

West: Beech Grove High School (SH)

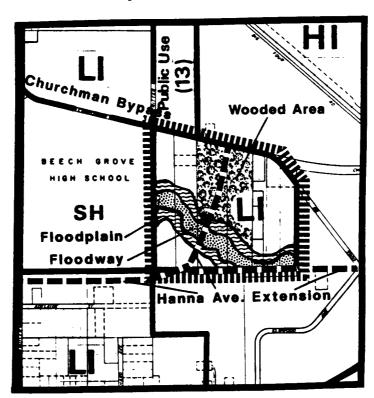
- Stage of Development: 6 (Developing Suburban Area).
- Why Critical: A Thoroughfare Plan roadway connector is planned to extend Hanna Avenue from Emerson Avenue on the west to Churchman Avenue on the east. With Heavy Industrial recommended on the north, east, and south of the site, the existing residential land is recommended for industrial use in the future.

Recommendations:

- a. Remaining residential uses should be properly buffered until the conversion of the area to industrial use is complete. Additional residential development should be discouraged because residences in the area would be negatively impacted by the planned Hanna Avenue roadway connector and the industrial development pressure from the north, east, and south.
- b. Industrial uses abutting Beech Grove High School should buffer the school from negative visual impacts and noise with transitional yards and landscaping.
- c. Right-of-way should be dedicated for the Hanna Avenue Thoroughfare Plan roadway connector.

Additional Data:

- Soil Limitations The site is in the Miami-Crosby Soil Association, which severely limits septic systems. This should not be a constraint to development, since the Light Industrial use would be served by municipal sewers, which are located on the site.
- Drainage A floodway and floodplain are located in this critical area. b.
- Environmental Constraints Development should be sensitive to the c. floodway, floodplain, and woodlands located in this critical area.
- Sanitary Sewers A municipal sanitary sewer system is located on the d. site.
- Water Facilities Water facilities are located near the site. e.
- Transportation Both existing and projected capacities of adjacent f. roadways are sufficient. Extending Hanna Avenue from Emerson Avenue to Churchman Avenue is recommended as a priority improvement in the Thoroughfare Plan.



Map 9 - Critical Area 2

Critical Area 3

- Location: Approximately 150 acres from immediately south of I-465 to Farhill Downs Subdivision, from the western edge of the subdivision extended to Arlington Avenue on the east.
- Land Use Plan Recommendation: Low Density Residential (LD).
- Surrounding Land Uses Recommended in the Comprehensive Plan:

North:

I-465

Heavy Industrial (HI)

South:

Low Density Residential (LD)

East:

Low Density Residential (LD)

West:

Office Center (OC)

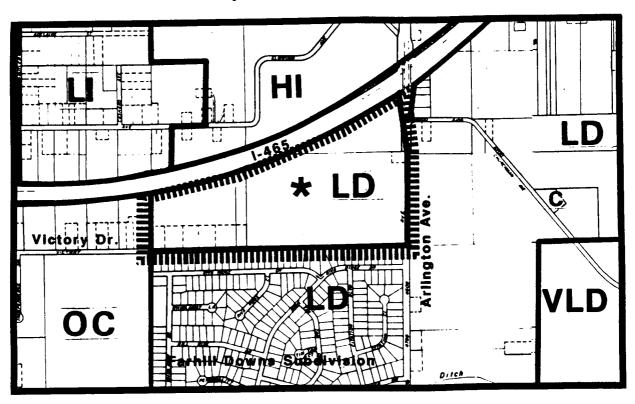
- Stage of Development: 6 (Developing Suburban Area).
- Why Critical: The site abuts existing Low Density Residential development to the south and recommended Low Density Residential development to the east. Although the primary land use recommendation of Low Density Residential is the most acceptable use for the site, Office Center as a secondary land use is also acceptable provided that all transportation and buffering recommendations are adequately addressed.

Recommendations:

- If Victory Drive is improved and extended to Arlington Avenue, Office Center use is acceptable; otherwise, office development is unacceptable. Without its improvement and extension to Arlington Avenue, Victory Drive would be over capacity as a local street, unable to carry the tremendous increase in office-related traffic that would come mostly from Emerson Avenue via the I-465 interchange. The resulting increase in traffic on Emerson Avenue would compound that roadway's projected capacity problems.
- Office Center use on the site should buffer the existing residential b. development to the south and the recommended residential uses to the east. If Victory Drive is extended and the southern part of Critical Area 3 is developed as Office Center, the extension should be aligned so that the residences to the south are adequately buffered.

Additional Data:

- a. Soil Limitations The site is in the Crosby-Brookston Soil Association, which severely limits septic systems. This should not be a constraint to development, since the Low Density use would need to be served by municipal sewers, not private septic systems.
- b. Drainage Despite possible difficulties with the Crosby-Brookston Soil Association, appropriate development of the recommended uses in the area should cause no unusual drainage problems.
- c. Environmental Constraints Division of Planning Staff find no environmental constraints to development.
- d. Sanitary Sewers A major municipal sanitary sewer system is located to the east of the site.
- e. Water Facilities Water facilities are located near the site.
- f. Transportation The existing capacity of Arlington Avenue is sufficient, as is the projected capacity. Emerson Avenue is projected to be at or near capacity by the year 2005.



Map 10 - Critical Area 3

Critical Area 4

- Location: Approximately 40 acres immediately east of Emerson Avenue from just south of Shelbyville Road to Copper Lane.
- Land Use Plan Recommendation: Very Low Density Residential (VLD).

• Surrounding Land Uses Recommended in the Comprehensive Plan:

North: Commercial Cluster

South: Very Low Density Residential (VLD)

East: Very Low Density Residential (VLD)

West: Low Density Residential (LD)

- Stage of Development: 6 (Developing Suburban Area).
- Why Critical: The Comprehensive Plan recommends Very Low Density Residential use in this area because of the potentially negative impacts commercial use would have on the area's roadway system and public safety. Some members of the Franklin Township Planning Committee, however, oppose residential use in favor of commercial uses.

Recommendations:

- a. The Comprehensive Plan recommends Very Low Density Residential use, which is appropriate considering other residential development to the east, south, and west. This recommendation is supported by the basic principles of land use intensity and is compatible with the land use recommendations in the adjoining Perry Township Comprehensive Plan on the west side of Emerson Avenue.
- b. Commercial uses should not be allowed in this area because of their negative effects on the roadway system and public safety. This portion of the Emerson Avenue corridor is dominated by residential uses and is located between two commercial centers. If commercial uses are allowed on one or more lots, others would probably follow due to increased pressure for commercial development. A likely scenario would then be "strip" commercial development similar to that on North Keystone Avenue and in the Castleton area. Strip commercial development is characterized by uses that increase traffic volumes, build on shallow lots without proper design for traffic flow,

require multiple entrances and exits for each commercial use, and create additional traffic congestion. This added traffic congestion reduces public safety for both pedestrians and motorists by increasing potential points of conflict.

Continuous strip commercial development would also decrease the aesthetic desirability of commercial uses on Emerson Avenue. Sign clutter, traffic congestion, and uses with large amounts of outdoor storage can reduce the desirability of a commercial area, which decreases its long-term marketability.

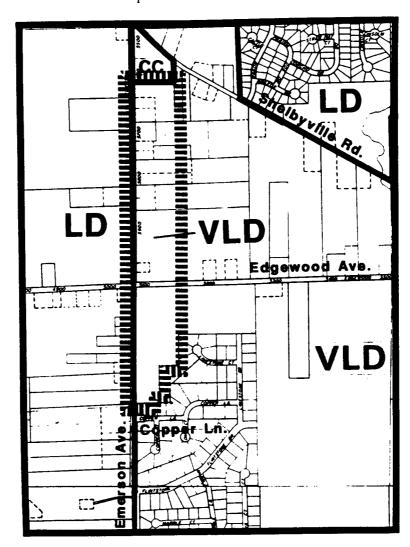
Strip commercial development also reduces the viability of abutting single-family residential developments. The net result is residential deterioration coupled with continued commercial encroachment into viable residential neighborhoods.

- Commercial development should not occur in this area because C. adequate acreage is recommended for future commercial use at more appropriate locations on Emerson Avenue. Much commercial land is recommended at or near the designated Community Shopping Centers at both the Emerson Avenue/Thompson Road intersection (281 acres) and the Emerson Avenue/Southport Road intersection (289 acres). Locations at these intersections of arterial roadways and/or near interstate interchanges are more appropriate for commercial land use than is Critical Area 4. Such intersections and interchanges have higher traffic capacities and the ability to handle more intense development.
- Although commercial use is not supported by the Comprehensive Plan, any commercial or other use that were to occur must include extensive Emerson Avenue right-of-way dedication and measures to integrate the commercial sites, including a frontage road, shared parking, integrated design, and limited Emerson Avenue access.

Additional Data:

- Soil Limitations The site is in the Crosby-Brookston Soil Association, which severely limits septic systems even for Very Low Density development.
- Drainage Despite possible difficulties with the Crosby-Brookston Soil Association, appropriate development of Very Low Density Residential in the area should cause no unusual drainage problems.

- Environmental Constraints Division of Planning Staff find no c. environmental constraints to development.
- Sanitary Sewers A municipal sanitary sewer is located approximately d. 0.5-1.0 mile south of the site.
- Water Facilities Water facilities are located near the site. e.
- Transportation Although there is enough capacity to handle existing f. traffic on Emerson Avenue, this roadway probably will be at or near capacity by the year 2005. Commercial development from Shelbyville Road to Little Buck Creek would bring further congestion and safety hazards to Emerson Avenue.



Map 11 - Critical Area 4

Critical Area 5

- Location: Approximately 40 acres immediately north of South County Line Road, from Emerson Avenue on the west to I-65 on the east.
- Land Use Plan Recommendation: Office Buffer (OB).

• Surrounding Land Uses Recommended in the Comprehensive Plan:

North: Low Density Residential (LD)

South: Industrial (Johnson County)

East: I-65

Light Industrial (LI)

Low Density Residential (LD) West:

• Stage of Development: 6 (Developing Suburban Area).

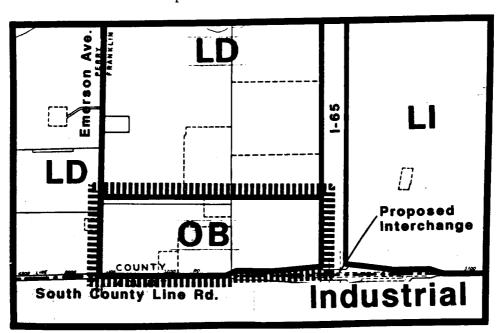
• Why Critical: The site is a transitional area between recommended Low Density Residential development to the north and potential industrial development to the south in Johnson County. Part of a proposed interchange for I-65 would be located on the southeast corner of the site at South County Line Road.

■ Recommendations:

- Right-of-way should be dedicated for the proposed I-65 interchange and the widening of South County Line Road from two to four lanes.
- Emerson Avenue, a residential corridor in this area, should be used b. only for secondary access to the site. Primary access should be from South County Line Road.
- Residential areas north and west of the site should be buffered. Any c. use of greater intensity than Office Buffer at this site would negatively impact both the existing and planned residential developments. Many acres of industrial and retail commercial uses are recommended and available for development in this part of Franklin Township--this particular site should be used for offices that buffer abutting residential areas from more intense uses.

Additional Data:

- Soil Limitations The site is in the Crosby-Brookston Soil a. Association, which severely limits septic systems. Office Buffer uses could be served by the municipal sanitary sewer 0.5 miles north of the site.
- Drainage Despite possible difficulties with the Crosby-Brookston b. Soil Association, appropriate development of Office Buffer in the area should cause no unusual drainage problems.
- Environmental Constraints Division of Planning Staff find no c. environmental constraints to development.
- Sanitary Sewers Municipal sanitary sewers are located approximately d. 0.5 miles north of the site.
- Water Facilities Water facilities are located approximately 0.5 miles e. north of the site.
- Transportation The existing capacity of Emerson Avenue is f. sufficient. By the year 2005, however, Emerson Avenue probably will be at or near capacity. In addition, this section of South County Line Road probably will be at or near capacity. Widening South County Line Road from two to four lanes is recommended as a priority improvement in the Thoroughfare Plan.



Map 12 - Critical Area 5

Critical Area 6

■ Location: Approximately 290 acres immediately east of I-65 from Stop 11 Road on the north to South County Line Road on the south.

Land Use Plan Recommendation: Light Industrial (LI).

• Surrounding Land Uses Recommended in the Comprehensive Plan:

Light Industrial (LI) North:

South: Industrial (Johnson County)

Medium Density Residential (MD) East:

Office Buffer (OB)

West: I-65

Low Density Residential (LD)

Office Buffer (OB)

■ Stage of Development: 7 (Rural Area).

■ Why Critical: The site is recommended for a large industrial center near areas recommended for residential use. An I-65 interchange is proposed at the southwestern corner of the site at South County Line Road.

Recommendations:

- Right-of-way should be dedicated for the I-65 interchange and for the a. widening of South County Line Road from two to four lanes.
- Direct access to this site from Arlington Avenue should be prohibited. b. Allowing direct access from Arlington Avenue would encourage industrial truck traffic to gain access to I-65 from Arlington Avenue--a residential corridor in this area. Allowing industrial traffic access onto Arlington Avenue from this site could encourage truck traffic along Arlington as far north as the Beech Grove industrial park, resulting in noise and traffic problems for residential developments along much of Arlington Avenue.

In the future, the interchange at South County Line Road will provide industrial traffic access to I-65. In the interim, industrial traffic should access I-65 from the Southport Road interchange via Stop 11 Road and Emerson Avenue.

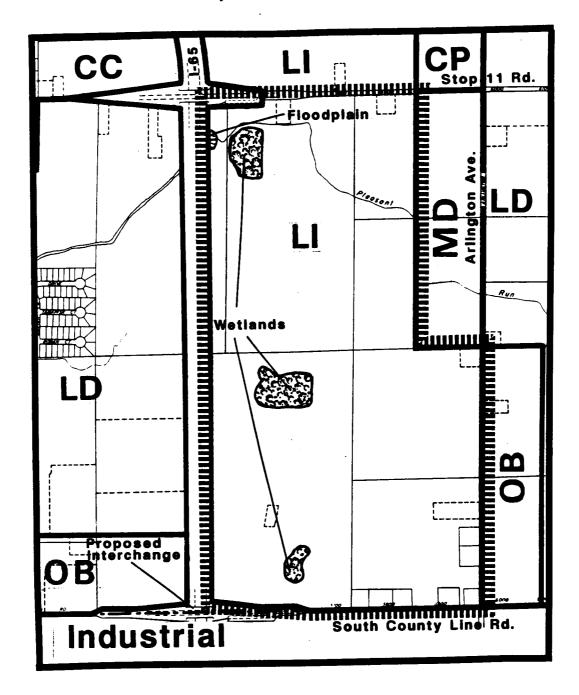
- All nonindustrial land to the east should be buffered. c.
- There should be no industrial encroachment into areas planned for d. residential or commercial use.

Additional Data:

- Soil Limitations The site is in the Crosby-Brookston Soil Association, which severely limits septic systems. This should not be a constraint to development, since municipal sewers located on the northern portion of the site.
- Drainage Department of Public Works indicates potential drainage b. problems throughout the critical area.
- Environmental Constraints Any development should protect the c. wetlands in the western portion of the critical area.
- Sanitary Sewers A major municipal sanitary sewer system is located d. on the northern portion of the site.
- Water Facilities Water facilities are located approximately 1.5 miles e. north of the site.
- Transportation Traffic demand on South County Line Road probably f. will be at or near capacity by the year 2005, and widening it from two to four lanes is recommended as a priority improvement in the Thoroughfare Plan.

(See Map 13, next page)

Map 13 - Critical Area 6



Critical Area 7

- Location: Approximately 200 acres northeast of I-74 from just south of Thompson Road to Acton Road.
- Land Use Plan Recommendation: From northwest to southeast, Light Industrial (LI), Office Center (OC), Low Density Residential (LD), and Neighborhood Shopping Center (NSC).

• Surrounding Land Uses Recommended in the Comprehensive Plan:

North: Medium Density Residential (MD)

Low Density Residential (LD)

East: Medium Density Residential (MD)

Low Density Residential (LD)

Southwest: I-74

Low Density Residential (LD)

Very Low Density Residential (VLD)

- Stage of Development: 7 (Rural Area).
- Why Critical: The site is recommended for integrated industrial, office, and retail uses within their recommended boundaries as shown on the Comprehensive Land Use Plan Map. The site is also surrounded by land recommended for less intense residential uses.

Recommendations:

- a. Preserve all specific land use boundary lines--they have been established to mitigate the impact of more intensive uses on less intensive uses.
- b. The nearby Low and Very Low Density Residential uses should be buffered from the Light Industrial use by I-74 on the southwest, Medium Density Residential on the north, and Office Center on the east. The Office Center use may be linked with the Light Industrial use, provided the office use is designed as a transitional use between the Light Industrial and the Low Density Residential to the east.
- c. All Light Industrial and Office Center access should be from Southeastern Avenue, on the southern edge of the site. These uses should be prohibited from direct access to Thompson Road, which is

a residential corridor in this area, and would be negatively impacted by industrial truck traffic. Any roadway connector between the Light Industrial in the critical area and the Medium Density Residential immediately to the north should be prohibited.

■ Additional Data:

- Soil Limitations The site is in the Crosby-Brookston Soil a. Association, which severely limits septic systems.
- Drainage Despite possible difficulties with the Crosby-Brookston b. Soil Association, appropriate development of the recommended uses in the area should cause no unusual drainage problems.
- Environmental Constraints Development in the northwest portion of c. the critical area should protect the existing wetland.
- Sanitary Sewers A municipal sanitary sewer is located approximately d. 2.5-3.0 miles north of the site.
- Water Facilities Water facilities are located approximately 4.5-5.0 miles west of the site.
- Transportation Adjacent arterials are far below capacity, and are f. projected to remain so well into the future.

(See Map 14, next page)

Thompson Rd. Wetland Li

Map 14 - Critical Area 7

Conclusion

The Franklin Township Comprehensive Land Use Plan was developed over a period of approximately two years through a highly participatory process. During this time, City-County staff initiated the planning process, gathered and analyzed township data, and led planning committee meetings. The township planning committee worked with City-County staff for almost one year to develop the final plan. The plan's recommendations reflect thorough examination of township population and land use characteristics as well as open discussion of planning and development goals. The recommendations of the plan map and plan narrative will help guide the future development of Franklin Township.

The plan will be evaluated in the future to determine when there is a need for revision. Some of the factors that may indicate the need for a revision include fundamental changes in land use or population, rapid development of all or part of the township, and extension of major sewer or water lines. Periodic revisions can be made via the adoption of new critical areas (see pages 15-16) or subarea plans, thereby keeping the Frankin Township Plan current without development of an entirely new township plan. When the time comes to revise the township plan as a whole, the process will again be thorough, highly participatory, and reflective of the community's planning and development goals.



Appendix A

Franklin Township Planning Committee

The Division of Planning initiated formation of the Franklin Township Planning Committee by inviting township leaders: neighborhood organization presidents, school board members, City-County Council members, Metropolitan Development Commission members, and other community leaders. The Division also advertised meetings in local media.

Members of the Planning Committee participated actively throughout the planning process. Thus, plan recommendations reflect extensive committee discussion and analysis. The Division of Planning staff thanks the committee members for their invaluable participation and patience throughout the months of review and revision that culminated in this Franklin Township Comprehensive Land Use Plan. The following is a list of Franklin Township Planning Committee members who attended committee meetings.

Dale R. Aman Jeffrey Amonette Jack Atwell James Aulby Kenneth Baird James W. Beatty Eugene Beckman Henry Beisinger, Jr. Annette Boyle Don Burchett Jo Burris John and Mary Butler Rob Campbell

Elmo Carver Richard F. Clark, Councillor

Philip E. Clyne John M. Copeland Jeanne Cougill Gary S. Creed, M.D. R.E. Daulton

David J. Donovan Bill and Clara Druen Elbert R. Elder Robert G. Elrod

Dennis Everts

Randall A. Faunce, O.D.

Marilyn Gleason Margaret Gwin

Robert and Sue Hacker

Larry Hanni Sandy Harlow Rosalie Hawthorne Vic and Betty Humphrey Roland and Doris Hutchinson

Informer (newpaper) Lloyd Johnson Jennifer Keeling

John and Gloria Kitley

John Korpal James Krukemeir Lewis Lentz

Michael Livelsberger William E. Lowery M.E. and Bernice Lowes

Joyce Massengale Janet McCutchen Ronald McFarland James Meadows

Frank and Mary Meier A.C. Melloh, D.D.S. Emil and Mary Moeller Mark Oakley Carol O'Neill David Ostheimer Rev. David D. Owen Paul A. Pangallo, D.D.S. Gregory Perkins Thomas Potts Paul and Jayne Queck Kelly Rader Byron Repass Thomas E. Repass Alan E. Retherford David Retherford Ralph Root Phillip Ross

Allen Schmidt Melvin C. Seitz, Jr. Robert and Lois Sellers William and Bettie Shaffer Hitwant Sidhu Clyde and Beth Small Joseph and Sherry Staehler Gay Stone Carol Sutherland Jeffrey Thomas Larry and Linda Walker Michael Warnell Rick Wenzel Becky Williams Max W. Wilson John Wolf Kenneth R. Wolf Terry Yeagy